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LIBRARY SERVICES FOR THE HANDICAPPED IN OHIO.
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THIS STUDY, UNDERTAKEN FOR THE OHIO STATE LIBRARY, PROVIDES IN PART I A DETAILED ACCOUNT OF THE NUMBER AND LOCATION OF BLIND, PARTIALLY SIGHTED, AND PHYSICALLY HANDICAPPED PEOPLE IN OHIO AND A SURVEY OF THE LIBRARY SERVICES PRESENTLY AVAILABLE TO THEM. PART II, WRITTEN BY RAYNARD SWANK, GIVES LONG RANGE RECOMMENDATIONS FOR PROVIDING THE HANDICAPPED WITH THE SAME RANGE AND QUALITY OF LIBRARY SERVICES AVAILABLE TO NORMAL READERS AND IMMEDIATE RECOMMENDATIONS FOR ALLOCATION OF FUNDS FROM TITLE IV-B OF THE LIBRARY SERVICES AND CONSTRUCTION ACT. APPENDIX A GIVE STANDARDS FOR LIBRARY SERVICES FROM THE COMSTAC REPORT--STANDARDS FOR STRENGTHENED SERVICES (NEW YORK, NATIONAL ACCREDIATION COUNCIL FOR AGENCIES SERVING THE BLIND AND VISUALLY HANDICAPPED, 1966, FRANCES A. KOESTLER, EDITOR). (CC)

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Center for Library Studies
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LIBRARY SERVICES FOR THE HANDICAPPED IN OHIO

by

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Center for Library Studies
School of Library Science
Kent State University

1968

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FOREWORD

The State Library of Ohio has long been interested in public and specialized library services in Ohio and since 1960 it has had a direct interest in the library services given to the blind people of Ohio. It was in that year that the General Assembly began appropriating funds to assist the Cleveland Public Library and the Public Library of Cincinnati and Hamilton County with their program of library service to the blind outside their respective counties.

During the past seven years these services have grown and the State's interest in the program has grown. Now, under Title IV-B of the federal Library Services and Construction Act, the State Library has an opportunity to assist in extending good library service to hundreds of other Ohio people who, up to this time, have not been able to make use of their libraries.

The possibilities of service in this program are endless, and the State Library Board's first action in getting the program under way was the appointment of an Advisory Council as provided in the federal Act. This Council was organized on July 24, 1967, and one of its early determinations was that of the need for more information on the audience for this new service and some of the possibilities of giving it. At the recommendation of the Council, the State Library Board on September 12, 1967 authorized this study.

The remarkable dispatch and thoroughness with which Dr. McCrossan and his associates executed this study enable the Advisory Council to make key recommendations on the direction of the new services to the physically handicapped. At the Council meeting on December 14, 1967 the Council recommended that the report be published and the information in it be disseminated as widely as possible.

The members of the State Library Board and the staff of the State Library agree that this report will be of use in other States and we are pleased to make it available as recommended by the Advisory Council. We express our thanks to Dr. McCrossan, Dr. Swank, and others who made it possible. Not only will it assist in the development of services to readers long neglected by libraries, but it stands as evidence that the Center for Library Studies at Kent State University is a valuable resource for libraries and librarianship in Ohio.

Joseph F. Shubert

State Librarian
The State Library of Ohio

January, 1968

ACKNOWLEDGMENTS

A number of individuals have made valuable contributions to this study.

Special appreciation is expressed to the chairman and members of the Advisory Council for their aid in designing the study and for their many useful suggestions. The cooperation of the interviewees was outstanding, and their helpfulness in giving information and advice is appreciated. Many thanks are due to Raynard Swank for writing the recommendations contained in Part II of this report. Darleene Yacuzzo did an excellent job of assisting the Project Director.

A very sincere thank you is given to the State Library of Ohio for providing the funds which made this study possible. Joseph Shubert, State Librarian, and Ruth Hess, Head of Library Services and Construction Act Programs for the State Library, offered much wise counsel and encouragement throughout the course of the project.

John McCrossan
Project Director

January, 1968

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Part I

Chapter I

INTRODUCTION

Title IV-B of the Library Services and Construction Act (PL89-511) authorizes library services for handicapped people who are unable to read or use conventional printed materials because of physical limitations. These include the blind, partially sighted, and those with other physical handicaps, such as inability to use their arms. The physically handicapped who are homebound are not covered, however, unless they are unable to use printed materials because of physical impairments.

State libraries are charged with the responsibility for administering the program of service authorized by Title IV-B. In Ohio an Advisory Council for Library Services to the Physically Handicapped was appointed. The Council had the responsibilityof assisting the State Library Board in developing a State Plan for the operation of the program and of advising the State Library in development of the program and policies.

The Advisory Council felt that certain information should be collected so that they could carry out their function properly. They therefore recommended that the State Library contract with a research agency for a study of library service to the handicapped. The contract was awarded to Kent State University's Center for Library Studies.

One objective of this study was to bring together estimates of the number of handicapped who reside in Ohio. Another objective was to provide a description of library services presently offered to the handicapped. Librarians intimately involved in such services were to be asked for suggestions which would aid the Advisory Council. The other major objective was to draw up tentative recommendations for library service under Title IV-B. This latter task was to be done by a special consultant who has extensive knowledge of the problems involved.

Center staff gathered data on the number of handicapped, did the survey of library services presently provided, interviewed appropriate personnel, and submitted a preliminary report to the consultant. He studied the report and drew up a set of recommendations for implementation of the program of service. Then a complete preliminary report, including both the descriptive survey and the recommendations, was presented to the Advisory Council and the State Library. This document contains the survey and the recommendations, as well as the Standards for Library Servicescontained in the COMSTAC Report.[1]

[1] Koestler, Frances A., ed. The COMSTAC Report: Standards for Strengthened Services. New York: National Accreditation Council for Agencies Serving the Blind and Visually Handicapped, pp. 192-218 1966.

Appreciation is expressed to the association for permission to reprint the Standards in this document.

The reader is also referred to the recently published A.L.A. standards:

Standards for Library Services for the Blind and Visually Handicapped. Chicago: American Library Association, 1967.

Chapter II

NUMBER OF BLIND, PARTIALLY SIGHTED, AND PHYSICALLY HANDICAPPED IN OHIO

There are rough estimates of the total number of persons suffering from various handicaps. With the exception of figures on the legally blind and possibly a few other conditions, these estimates are not very reliable, but they are included because a general idea of the total number of handicapped in the State should be of some help in developing a plan of library services.

Title IV-B authorizes library services only for those persons who cannot use conventional printed materials because of physical limitations. These include the blind, the partially sighted, and those with other physical handicaps, such as inability to use their arms. Those physically handicapped individuals who are homebound but are able to use conventional printed materials are not eligible for service. Several of the librarians who were interviewed expressed the hope that the law would be changed so that all the severely handicapped would be eligible since all of them require special types of library service. If the law is changed so that all the severely handicapped are included, information on the total number will be useful in planning library services; therefore, estimates of the total number of persons suffering from certain handicaps are included in this chapter.

Estimates of the Number of Blind in Ohio

In 1965, it was estimated that there were 19,950 legally blind residents of Ohio. Of these, 3,893 or approximately 20 per cent were active users of talking books provided by the Regional Libraries for the Blind.[1]

According to recent reports of the two libraries, a total of 4,467 persons used the talking book or braille book services of the Cleveland or Cincinnati Public Libraries--3,180 for the former and 1,287 for the latter. The number of users in each county is given in Table 1 and is arranged by trade area and county. Figure 1 contains the number of users by county.

TABLE 1

NUMBER OF TALKING BOOK AND BRAILLE

READERS WHO USED CLEVELAND OR CINCINNATI

REGIONAL LIBRARY FOR THE BLIND*

BASIC TRADE AREA	COUNTY	NUMBER SERVED
Akron	Medina	19
	Portage	28
	Summit	192
	Total	239
Ashtabula	Ashtabula	50
	Total	50

[1] Library of Congress, Division for the Blind and Physically Handicapped, Talking Books, February, 1967 (Processed)

TABLE 1
(continued)

BASIC TRADE AREA	COUNTY		NUMBER SERVED
Athens	Meigs		5
	Vinton		0
	Gallia		4
	Athens		30
		Total	39
Canton-Massillon/Alliance	Carroll		1
	Stark		116
		Total	117
Chillicothe	Pike		3
	Ross		24
		Total	27
Cincinnati	Adams		7
	Brown		7
	Clermont		28
	Clinton		12
	Hamilton		552
	Highland		12
	Warren		23
		Total	641
Cleveland	Geauga		16
	Lake		63
	Lorain		90
	Cuyahoga		953
		Total	1,122
Columbus	Pickaway		11
	Union		8
	Franklin		378
	Logan		16
	Madison		11
	Delaware		12
	Fayette		9
		Total	445
Dayton	Greene		26
	Darke		12
	Mercer		6
	Miami		30
	Montgomery		246
	Preble		4
	Shelby		6
		Total	330
East Liverpool/Salem	Columbiana		52
		Total	52
Findlay	Putnam		14
	Hancock		33
		Total	47

TABLE 1
(continued)

BASIC TRADE AREA	COUNTY		NUMBER SERVED
Fort Wayne, Ind.	Paulding		3
	Van Wert		5
		Total	8
Fremont/Tiffin	Seneca		30
	Sandusky		27
		Total	57
Hamilton/Middletown	Butler		58
		Total	58
Huntington, W. Va. Ashland, Ky.	Lawrence		18
		Total	18
Lancaster	Fairfield		24
	Hocking		6
		Total	30
Lima	Auglaize		11
	Allen		43
	Hardin		6
		Total	60
Mansfield	Ashland		10
	Richland		76
	Crawford		21
		Total	107
Marion	Wyandot		18
	Morrow		6
	Marion		24
		Total	48
Mount Vernon	Knox		26
		Total	26
Newark	Licking		38
		Total	38
New Philadelphia	Tuscarawas		35
		Total	35
Parkersburg, W.Va./ Marietta	Washington		19
		Total	19
Portsmouth	Jackson		14
	Scioto		42
		Total	56

TABLE 1
(continued)

BASIC TRADE AREA	COUNTY		NUMBER SERVED
Sandusky	Huron		27
	Erie		21
		Total	48
Springfield	Champaign		8
	Clark		62
		Total	70
Steubenville/Weirton, W. Va.	Jefferson		27
		Total	27
Toledo	Ottawa		13
	Williams		13
	Wood		29
	Defiance		7
	Fulton		8
	Henry		8
	Lucas		230
		Total	308
Wheeling, W. Va.	Harrison		9
	Belmont		24
	Monroe		5
		Total	38
Wooster	Holmes		4
	Wayne		30
		Total	34
Youngstown-Warren/ Sharon, Pa.	Mahoning		119
	Trumbull		55
		Total	174
Zanesville/Cambridge/ Coshocton	Guernsey		11
	Coshocton		20
	Morgan		12
	Muskingum		42
	Noble		2
	Perry		7
		Total	94
			+4,462
	Served by Cleveland out of district		5
			4,467

*Data are taken from reports of the two libraries.

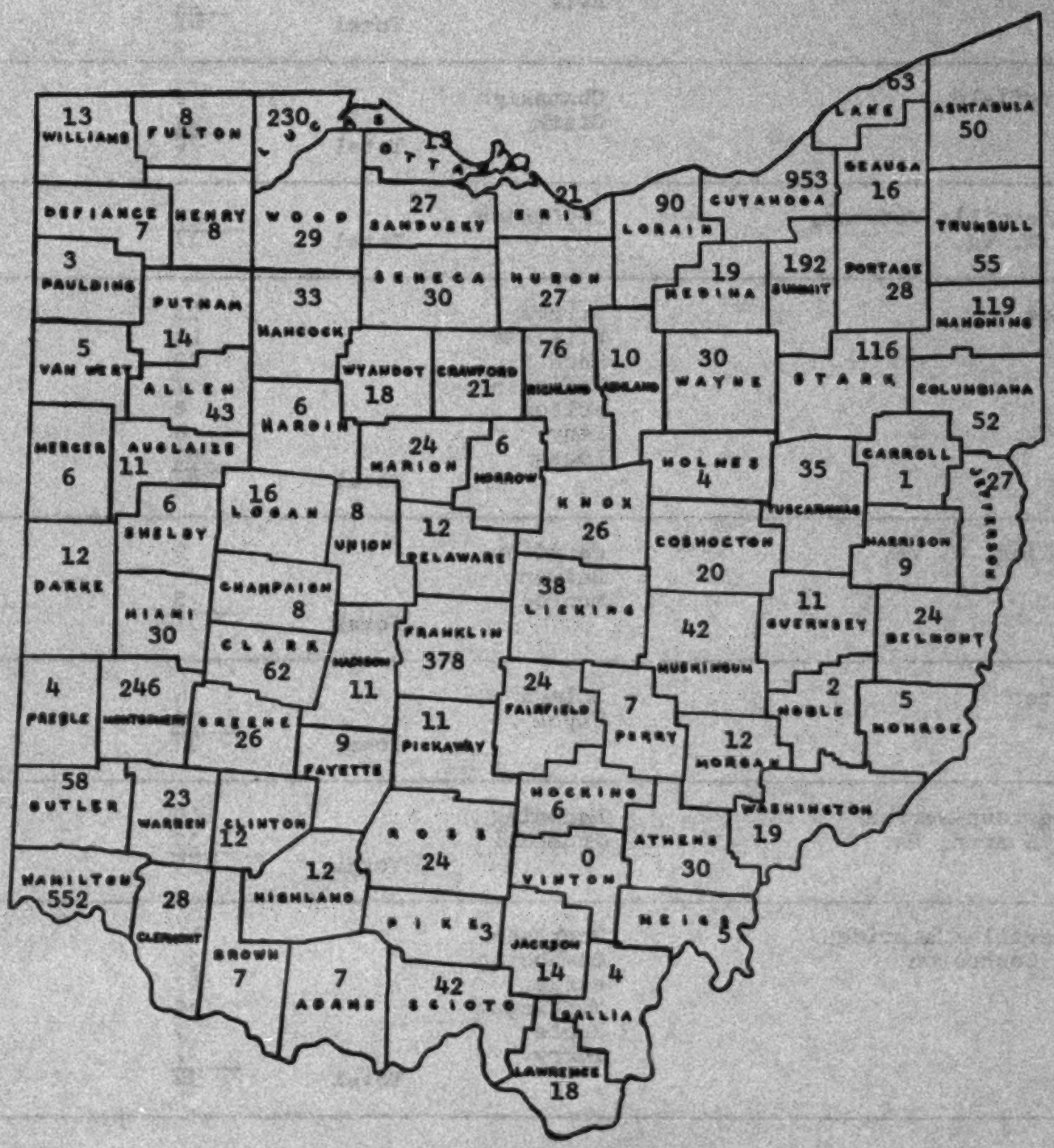

Figure 1. Number of users of the Regional Libraries for the Blind arranged by county.

Study of the table indicates that, in general, the largest number of readers are located in the most populous areas of the state. Those trade areas which had more than one hundred readers are Akron, Canton-Massillon/Alliance, Cincinnati, Cleveland, Columbus, Dayton, Mansfield, Toledo, and Youngstown-Warren.

Estimates of the Number of Ohio Residents Having Various Visual and Physical Handicaps

Projections for Ohio on the total number having severe handicaps can also be made from national figures collected in the 1963 National Health Survey. The estimates used are those for noninstitutionalized people who are severely handicapped in that they are unable to carry on their major activity (job, housekeeping, etc.) because of their handicap. There are no reliable estimates of what proportion are unable to use conventional materials because of the physical limitations, other than estimates for the blind.

According to the United States Bureau of the Census, the population of the United States in 1963 was approximately 188,658,000 while that of Ohio was 10,020,000 or 5.31 per cent of the national figures. Table 2 contains estimates for a number of handicaps which often require people to remain homebound.

TABLE 2

NATIONAL FIGURES AND OHIO

PROJECTIONS FOR

SELECTED HANDICAPS*
(Approximate Figures)

SELECTED CHRONIC CONDITIONS	UNITED STATES	OHIO
Arthritis & Rheumatism	697,000	37,000
Other diseases of muscles, bones and joints	92,000	4,900
Visual impairments	535,000	28,400
Paralysis, complete or partial	434,000	23,000
Impairments (except paralysis) of back or spine	160,000	8,500
Impairments (except paralysis and absence) of upper extremities and shoulders	50,000	2,700

TABLE 2
(continued)

SELECTED CHRONIC CONDITIONS	UNITED STATES	OHIO
Impairments (except paralysis and absence) of lower extremities and hips	257,000	13,600

*Source: United States Department of Health, Education, and Welfare, Public Health Service. Chronic Conditions and Activity Limitation, United States, July 1961-June 1963. Washington, D.C., 1965.

According to these rough estimates, there were approximately 118,000 persons in Ohio who had severe cases of the handicaps listed.

Estimates have also been made by Quincy Mumford, Librarian of Congress, who testified at Congressional hearings that there are approximately two million handicapped persons in the United States who would be eligible to receive aid.

> 400,000 blind who are already eligible in the library services to the blind program; 600,000 partially sighted; 4,700 persons who have lost both arms or the use of them; 8,000 without fingers and toes; and 1,600 who are in iron lungs or other respiratory devices. In addition, there are perhaps 750,000 other persons with neurological conditions--such as cerebral palsy, multiple sclerosis, muscular dystrophy, and Parkinson's disease--who cannot handle or read ordinary books, magazines, or newspapers.[1]

According to the United States Bureau of Census, the population of the United States in 1965 was approximately 193,818,000, while that of Ohio was 10,274,000 or 5.30 per cent of the national population.[2] A rough estimate for the number of handicapped in Ohio can therefore be made by computing 5.30 per cent of 2,000,000. According to this estimate, the approximate number of handicapped persons in Ohio eligible to receive aid under Title IV-B of LSCA in 1965 was 106,000.

Projections of Number Eligible

The estimated population for Ohio in 1965 and the projected population for the years for 1970 and 1975[3] is

1965 - 10,274,000 persons

1970 - 10,732,000 persons

1975 - 11,486,000 persons

There was a 4.46 per cent increase between 1965 and 1970, and a 7.03 per cent increase between 1970 and 1975.

[1]Graham, Earl C., "Public Library Services to the Handicapped," ALA Bulletin, vol. 61 (Feb. 1967), 170-171.
[2]U. S. Bureau of the Census, Statistical Abstract of the United States: 1966. (87th edition) Washington, D. C., 1966, p. 11.
[3]The estimated population for Ohio in 1965 was taken from the U.S. Bureau of the Census, Statistical Abstract of the United States: 1966 (87th edition) Washington, D. C., 1966, p. 11. The projected population figures for Ohio in 1970 and 1975 were taken from Biederman, Paul, ed., The Economic Almanac: 1967-1968 Business Factbook (New York: Macmillan Company, 1967) p. 6.

The approximate number of handicapped in Ohio eligible to receive aid under Title IV-B in 1965 was 106,000. Assuming the number of these severely handicapped to increase at the same rate as the general population, by 1970 approximately 110,727 handicapped Ohioans would be eligible for aid under Title IV-B and by 1975 some 118,511 Ohio residents would be eligible for this service.

The proportion of these individuals who would use library materials would undoubtedly vary due to type of handicap, but a general estimate of about 20 to 25 per cent seems reasonable based on the experience of the Regional Libraries. According to Library of Congress estimates, 20 per cent of Ohio's blind use the talking-book services of the Regional Libraries, and the average for the United States is 21 per cent.

Location of the Handicapped in Ohio

There are few reliable figures available on the location of the handicapped, other than the blind. It would seem reasonable to assume, however, that the majority reside in or near large urban centers which have good hospitals and rehabilitation facilities.A particularly large proportion could be expected to reside in areas which have comprehensive medical and rehabilitation facilities. In Ohio, Cleveland and Columbus seem to have the most comprehensive facilities, and several other large cities have superior facilities.

At one point, the idea of doing a state survey of organizations which serve the handicapped was considered, the purpose being to request the agencies to make estimates of the number and location of people with specific handicaps. This idea was abandoned, however, on the advice of officials of several agencies who indicated that most agencies had unreliable figures, if any at all. This would be the case since they do not make a great effort to collect such statistics and because many individuals who are handicapped do not report their condition. Also the number of people with any given handicap is constantly changing. Investigators in Nevada did "a great deal of field work" in order to secure reliable estimates of the number of handicapped, but they were unable to uncover "usable statistical data." Their remarks seem worth quoting at length:

> ....There is not a clear definition of terms, nor are there agencies accurately compiling the needed information. As a result, all the physically handicapped simply are not known.
>
> Another factor entering into the question of 'who are the physically handicapped' is the knowledge that each year one-third of the clientele moves, recovers, or is lost by reason of advanced illness or death; thus viable contacts with the ever-changing personnel of cooperating agencies is important if the service is to be initiated and maintained.
>
> The very nature of this question required a great deal of field work in an effort to eliminate duplication as well as to identify the physically handicapped. As has already been stated, and as the following paragraphs reveal, this considerable effort did not produce usable statistical data for the proposed library service program. Aside from a few handicap categories--as blindness--presently available information is insufficient to attempt to judge potential eligibility.[1]

[1]Public Administration Service, Library Services to the Physically Handicapped in Nevada, 1967, pp. 14-15.

Chapter III

LIBRARY SERVICES FOR THE VISUALLY AND PHYSICALLY HANDICAPPED

Only a few of Ohio's public libraries offer high quality programs of service to the handicapped. This situation undoubtedly has a number of causes, not the least of which would be lack of funds and personnel for providing such services--which are necessarily more expensive and time-consuming because of their personalized nature than library service for those who are not handicapped. Another reason may be that many librarians are not really aware that handicapped people require special types of library service or do not know how to go about establishing successful service for such patrons.

Role of the State of Ohio

The State of Ohio plays an important role in library services for the blind. The activities of the Bureau of Services for the Blind and of the State School for the Blind are discussed below. State Library activities are the following:

> Since 1960 the State Aid appropriation made by the General Assembly to the State Library has included $39,000 annually for library services to the blind. The figure was originally based upon an estimated 3,000 blind readers being served in the State at a cost of $13 a year per person. In six years both the number of blind readers and operating costs have steadily increased.
>
> During the fiscal year 1966 the $39,000 in General Revenue funds was supplemented by approximately $31,000 from LSCA Title I funds by the State Library to supplement Services to the Blind. Of this, $16,000 was granted to the Regional Libraries for new recording equipment and approximately $15,000 was used to supplement the State Aid appropriation for operating costs in the two Regional Libraries. In 1967, $17,771 in LSCA Title I funds are being used for Ohio's blind readers to supplement the State Aid grant and to maintain the reimbursement at $13 per year for the blind reader.
>
> Governor Rhodes' budget recommendation for the State Library includes $86,200 annually for this service, an increase of $47,200 over the present annual budget.[1]

The role of the State Library undoubtedly will grow since it now has the additional responsibility of administering library services under Title IV of LSCA.

State Library Survey of Public Library Services to the Handicapped

A survey of public libraries was completed by the State Library in April, 1967.[2] A total of 195 libraries returned a questionnaire which asked for information on library services to the homebound and institutionalized. Of

[1] *News from the State Library*, April 5, 1967, p. 9.

[2] This was a survey of public library services available to the homebound and to residents of public and private institutions conducted in cooperation with the ALA Adult Services Division and Association of Hospital and Institution Libraries by the State Library of Ohio, April 1967.

these, 50 reported some service to the homebound, while 140 indicated that they provided no such service. Of those libraries which did not provide it, 49 indicated that they had considered doing so and 91 reported that they had not. Thirteen of the 50 libraries used professional librarians in providing such service, 17 used volunteers, and 30 used both professionals and volunteers. Questionnaire responses do not indicate the depth or quality of services provided, although it seems likely that there would be great variation from one library to another. Possibly the use of so many volunteers would indicate that the service provided was not of very high quality in some of the libraries. Also the small amount of money spent on such service, discussed below, might indicate low quality.

Service to institutions seemed to be somewhat more highly developed. It was found that 61 of the libraries surveyed provided service to residents of institutions within their service area while three provided such service to those outside their service area. One hundred and six libraries reported no service to institutions within their service area, and 123 reported no service to institutions outside their service area.

Only five of the libraries reported that they had contractual agreements or other definite commitments with institutions served; and only two of these reported that funds were involved in the transactions.

The libraries served the following institutions:

TYPE OF INSTITUTIONS	NUMBER OF LIBRARIES SERVING THEM
County Home	10
Veterans Hospital	2
Hospital	20
Rest Home, etc.	26
Children's Home	8
Jail	3
Detention Home	5
Youth Opportunity Center	1
School for Retarded Children	4
Florence Crittenton Home	4
State Mental Hospital	3
Workhouse	2
Retirement Center	3
Vocational Guidance and Rehabilitation Center	1

Services provided to institutions included provision of branch libraries or deposit stations in the institutions, book cart service, browsing collections in offices, filling of special requests, consultation with staff on the use of library materials, story hours, and record and film programs.

In most libraries little money was spent on this service. The following expenditures for service to the homebound and institutionalized were reported:

AMOUNT EXPENDED	NUMBER OF LIBRARIES
None	13
Unknown	7
$25 - $1,000	5
$1,000 - $5,000	6
$5,000 - $50,000	0
Over $50,000	1

Librarians were also asked for their opinions regarding the responsibility of local public libraries in providing library service to the homebound and institutionalized. A total of 117 felt such service should be provided by local libraries, 23 felt such service should be optional, ten believed such service was not the responsibility of public libraries. Five responded that institution service was not a public library responsibility.

Regional Libraries for the Blind

Ohio has two Regional Libraries for the Blind. One is a division of the Cleveland Public Library, and the other is a division of the Cincinnati Public Library. The former serves the northern part of Ohio, and the latter serves the southern part of Ohio, as well as Kentucky and Tennessee. The investigator visited both of these libraries, observed their facilities, and interviewed staff members. The librarians were asked to describe their services, resources, and needs and were also asked for comments and suggestions which might be helpful in planning services under Title IV-B.

Readers Served

Both Cleveland and Cincinnati provide a considerable amount of library service to the legally blind and have done so for a number of years. Recently both libraries have begun to provide service to the partially sighted and physically handicapped who are now eligible for service under the new law. Few non-blind readers are registered as yet, however. According to recent reports of the libraries, the Cleveland library served 88 partially sighted and physically handicapped readers, and the Cincinnati library served 31. The small number may be due to the fact that few people who are not blind realize that they are eligible for service from the Regional Libraries.

Out of a total of 3,180 readers using the Cleveland Regional Library, only 120, or 3.8 per cent, were juvenile. Of 1,064 talking book readers (legally blind) at Cincinnati, 67, or 6.3 per cent, were juvenile. Of 122 braille readers at Cincinnati, 23, or 18.8 per cent, were juvenile.

According to one of the librarians, the small number of juveniles served is due to the fact that few children are blind. The majority of people with severe vision problems acquire such problems later in life. Another reason may be that the State School for the Blind provides certain library services for blind children throughout Ohio. (The State School's program is discussed below.) For detailed information on the distribution of library users by county and basic trade area see Chapter II.

Library Use

The blind make extensive use of library materials. The following paragraph, taken from the 1966 annual report of the Librarian of the Cleveland Regional Library, makes it clear that use is heavy and is growing:

The number of persons served was 3,180, with a circulation of books and magazines amounting to 171,500, an increase of 28,395, which was greater than that in any previous year. Moreover, the circulation has doubled in the last ten years. The reasons for the increase are various. There was a net increase of 150 readers served during the year, and inactive readers were contacted with the result that at least ten per cent resumed reading. Many more people are sending in requests for books, and the staff are always on the alert to increase efficiency, having made many good suggestions that add up to a faster turnover of books. Then, this last summer for the first time, there was sufficient staff to carry the load during vacations. But most of all the staff have worked unstintingly to keep magazines in circulation and readers well supplied with books.

From July, 1966 through June, 1967 the Cincinnati Regional Library served 1,295 Ohio readers and circulated 62,838 books in the State.

Library Services

The major service provided by the Regional Libraries is the selection and shipment of books to readers, mostly talking books, since only about ten per cent of the readers use braille. Magazines constitute about one-third of the volume of talking-book circulation. Thus far only a small number of readers use tape, about 200 of the patrons of the Cleveland Library, for example, where tapes have been stocked, for only about one year. Circulation of tapes should increase rapidly in the future, however, as more of them become available.

A prospective blind reader applies for service at the Ohio Bureau of Services for the Blind or one of its sub-agencies. (These are voluntary agencies such as Societies for the Blind, listed toward the end of this chapter.) If the application is approved, a talking book machine supplied by the Library of Congress is issued to the reader, and the appropriate regional library is notified. The library then makes an initial contact with the reader in order to find out what kind of materials he wants. The reader is sent a catalog of books available, a magazine list, a basic instruction and order sheet, and is enrolled for Talking-Book Topics. Readers check which books they want to read that appear on the lists of new additions contained in Talking-Book Topics or Braille Book Review, and mail the lists to the library.

Both libraries keep a file in which the reading interests and other pertinent information about each reader are recorded. When books are returned, a librarian will then select other books in the reader's area of interest and mail them out. A record is kept of all books sent to patrons so that given titles are not sent out a second time unless requested. Readers also sometimes call or send letters or postcards requesting that specific materials be sent to them. Blind patrons only rarely visit the libraries and even when they do, they prefer that the materials which they select be mailed to them, since both braille and talking books are difficult to carry.

Both regional librarians emphasized that the selection and circulation service is a personal type of reader's service which requires skilled professional judgment and also consumes a great deal of staff time. They felt there should be more of this personal service in the Regional Libraries than in most general public libraries where readers usually come in and select their own materials. They wished that they could spend much more time in such work than they do but cannot because of staff shortages. Personal correspondence and telephone conversations with blind patrons are also an important and time-consuming task. In Cleveland, the librarian's replies to braille letters from blind readers are transcribed into braille by a volunteer.

The libraries also answer reference questions for readers, but the volume of reference work is small, probably comparable to the volume of such work done in small branch public libraries. However, this work can be important for readers.

Students and adults sometimes have requests for information or books to help them in some special project, and they appreciate help given by the library.

The Cleveland library performs a number of other interesting services. Library staff or volunteers make copies of tapes received from the Library of Congress, and the organization known as the Cleveland Taping for the Blind records tapes for the library, the latter supplying the tape and ink print book.

The Cleveland library issues a Newsletter twice a year in both braille and large print, and sends copies to all readers. The librarian reported that issuing of the Newsletter resulted in quadrupling of correspondence from readers and fostered a realization of the library's concern for its clientele. A Hello-Letter is sent out occasionally to inactive patrons, in print or braille, to encourage them to use the library. The library sends talking books to hospital patients--mainly people who have had eye surgery.

Hand-copied braille is added to the Cleveland collection. Often these are special items requested by readers which are not otherwise available in braille. Volunteer Braille Service of the American Red Cross hand copies these items for the library.

On two occasions the Cleveland library has sponsored a summer reading club for children and teenagers. The club was devoted to reading of braille books only in order to encourage the use of that type of material. In 1966, there was a meeting in August and although only twelve children attended, the meeting was a major undertaking since it required very careful planning and each child needed an escort to and from the library. In 1967, 62 children participated.

Both libraries engage in public relations and publicity activities, but apparently Cleveland does more of this than Cincinnati. Brochures are sent to readers, including the Newsletter and Hello-Letter sent out by Cleveland and mentioned above. Cincinnati has sent out brochures describing the talking book program. Television, radio, and newspapers are sometimes used to publicize library activities. Groups and individuals visit the libraries and are given tours and materials. Braille books and equipment are sent out for exhibits for school classes, Sunday school groups, and others.

Cost of Library Service for the Blind

The total expenditures of the Cleveland Regional Library for the Blind for 1966 were $46,000. With 3,180 users, this amounts to $14.46 per capita. The $46,000 does not include the complete cost, however, since maintenance, housing, and shipping are paid for out of general Cleveland Public Library funds. Of the $46,000, $39,286 was contributed by the State Library and the remainder was supplied by CPL.

The total 1966 expenditures of the Cincinnati Regional Library were $62,696. This covered the cost of service to Ohio, Kentucky and Tennessee. The total number of readers served in the three states was 4,264; therefore, the per capita cost was $14.71.

In 1966, the Cincinnati Regional Library received $14,001 from the State Library of Ohio, $15,106 from the Kentucky State Library, and $12,450 from the Tennessee State Library. In addition, the Ohio State Library gave a special grant of $8,000. The remainder was contributed by the Cincinnati Public Library.

Voluntary and Tax-Supported Agencies

Certain voluntary and tax-supported organizations were mentioned by regional library staff as being helpful. The organizations and the services which they render are as follows:

ORGANIZATION	SERVICE
American Red Cross	Hand copies braille
American Telephone Pioneers	Nationally repair talking-book machines. In Cleveland, they duplicate tapes for the library
Beaumont Foundation	Contributed money to the Cleveland Regional Library's budget
Cleveland Board of Education	Makes referrals of blind readers to the library
Cleveland Foundation	Contributed money to the library's budget
Cleveland Taping for the Blind	Makes tapes for the library
Lions Club	Gives money for library services or materials
Multiple Sclerosis Society	Issues talking-book machines
Recording for the Blind (New York)	Does Soundscriber records and tapes of educational material for any blind reader in the United States free of charge. Reader supplies ink-print copy

In addition to these organizations, certain individuals have also been helpful, including some hospital staff members who make referrals of prospective patrons to the library. There are also independent volunteers who do soundscribing. They record specific articles or brief texts for students or adults when requested.

Resources of the Regional Libraries

Both libraries are complete libraries for the blind in the sense that they receive all the volumes in braille and talking-book form produced by the Library of Congress. The Library of Congress also provides additional copies of materials which are lost, and loss and damage occur fairly often due to the special problems of the blind.

According to the most recent reports, the size of the collections was as follows:

	Cleveland	Cincinnati
Braille Volumes	26,000	15,833
Talking-Book Containers	18,000	16,347
Tapes	200	250

The Regional Librarian at Cleveland estimated that there were between 3,000 and 3,500 talking-book titles in the collection, and one or two copies of each braille title. The number of tapes available in each library is small, but should grow rapidly in the future as more titles become available on tape.

Library Staffs

In full-time equivalencies, the libraries have the following number of staff members:

	Cleveland	Cincinnati
Professional Librarians	2	1
Clerical Assistants and Pages	9	11

Distribution and Servicing of Talking-Book Machines

In Ohio most talking-book machines are distributed and maintained by the Ohio Bureau of Services for the Blind or one of the agencies affiliated with it, such as the Societies for the Blind located in various parts of the State. The Bureau's funds may be used only in behalf of the legally blind, and its services may not be extended to the physically handicapped; therefore, it has not distributed machines to the latter group.

At present the physically handicapped may apply for machines directly to the Library of Congress. Certain voluntary agencies in Ohio also distribute machines to this group, including several chapters of the Multiple Sclerosis Society.

The Bureau of Services for the Blind "attempts to provide comprehensive services of a preventive or rehabilitation nature to blind people of all ages in the State of Ohio," according to a brochure issued by the Bureau. The staff provides a number of different services. These include vocational rehabilitation, medical services, special services for blind children and their parents, assistance to the blind in development of home businesses, and distribution of talking-book machines.

The Bureau also has a staff of home teachers who are themselves blind. The teachers help the blind to perform their daily tasks, such as home management and child care, and they introduce them to talking-book machines and teach them how to use them.

According to the Chief of the Bureau, up to the present time, they have issued approximately 4,000 talking-book machines to legally blind Ohioans. This service requires a full-time supervisor, a part-time clerk, and a full-time repairman. The total cost of these two and one-half positions is $12,147 annually. In addition, six home teachers demonstrate the use of the machines to the blind. The Chief estimates that the teachers spend approximately ten per cent of their time in this type of activity at an annual cost of $3,930.

The Library of Congress reimburses the Bureau for the cost of all parts used in the maintenance and repair of the machines. This cost should not exceed $1,000 per year since most clients have relatively new machines. The cost of office space, tools, and equipment is absorbed by the State.

The affiliated agencies are funded by contributions and machine repairs are done by the Telephone Pioneers at no cost to the Bureau. The agencies concerned are:

Cleveland Society for the Blind
Cincinnati Association for the Blind
Philomatheon Society of the Blind (Canton)
Dayton Goodwill
Toledo Society for the Blind
Summit County Society for the Blind (Akron)
Youngstown Society for the Blind

The Chief of the Bureau stated that, at present, his agency could not legally distribute machines to those who are not blind since their appropriation can be used only in behalf of the legally blind. He felt that they could legally offer service to the non-blind, however, if the cost of such service was provided by some outside source, and he stated that the Bureau would be very interested in exploring the feasibility of handling distribution of machines to those handicapped people who are not legally blind.

State School for the Blind

The State School for the Blind has an enrollment of 200 pupils attending kindergarten through the 12th grade. The staff numbers 29. The school library contains a collection of materials in braille, large print, records, tapes, and

models (tactual). The materials are primarily for the use of students at the State School, but they are sometimes lent to students in other schools.

The State School maintains a Central Registry of materials. The Registry houses approximately 2,000 items in braille, large type, and recorded form. The main function of the Registry, however, is to serve as a reference facility and to arrange for the lending of materials from one school system to another, rather than to serve as a complete repository of materials. School districts send the Registry listings of materials which they have used in educating blind or partially-sighted children.

Schools send requests for needed items to the Central Registry. Registry staff attempt to supply all materials requested either by shipping items from the Registry or by referring requests to schools which can provide materials requested.

During the 1966-67 school year, the Registry received 586 requests for braille and large type texts. A total of 327 of these requests were filled. The breakdown is as follows:

Total requests received	586
Braille	153
Large Type	433
Total requests filled	327
Braille	60
Large Type	267

Discussion with staff members indicated that there was not very much contact between the State School and the Regional Libraries for the Blind. The Superintendent noted, however, that the school occasionally refers students to one of the Regional Libraries.

Library Service for the Homebound and Institutionalized

In this present survey, a number of libraries were contacted in order to find out what kinds of services are presently offered to the handicapped, including the homebound. The public libraries of Cleveland, Cincinnati and Alliance were visited, their facilities were observed, and appropriate staff members were interviewed. Four other libraries, three of them small, were contacted by phone or mail. With one exception--the Marion Public Library--the librarians of the latter group reported that there was very little or no special service for the handicapped.

Cleveland and Cincinnati

Undoubtedly, the Ohio library having the most comprehensive service to the homebound and institutionalized is the Cleveland Public Library. Cleveland Public Library has had an outstanding Hospital and Institutions Department for a number pf years, and that department serves both the institutionalized and homebound. In 1966, the Department had a total circulation of 504,084 broken down as follows:

DIVISION	CIRCULATION
Hospitals	169,592
Institutions	81,795
Library for the Blind	171,510
Judd Fund Service to Shut-ins	81,187

Other statistics for Cleveland's service to the homebound for 1966 follow:

Personnel:

2½ professional librarians	100 hrs. per wk.
1 pre-professional	40 " " "
1 clerical aide	30 " " "
1 truck driver who serves also as delivery man and projectionist	40 " " "
Total staff time	210 hrs. per wk.

Clientele:

Adults served	1,104
Children served	120
Total	1,224

Home Visits: 15,556

Circulation: 81,187

Average number of books circulated per capita	66

Budget for 1966: $41,624.14

Salaries	32,710.65
Retirement and Insurance	3,552.06
Books	3,635.13
Periodicals	571.03
Binding	244.52
Motor vehicle operation	353.77
Telephone	146.73
Balance - miscellaneous supplies, equipment, etc.	

Costs:

Cost per reader served	$34.00
Cost per visit	2.67
Cost per book circulated	.51

These later figures present a reasonably accurate picture of the cost of serving the homebound. However, the figures do not include overhead costs for housing, general maintenance and overall supervision. In addition, about every four years, a special additional grant is requested for a new truck.

The Cincinnati Public Library also provides a considerable amount of service to the handicapped, but the service is less well-developed than that in Cleveland, and it is provided by the Extension Services Department. Books are delivered by drivers to shut-ins at home and in some institutions. During 1967, the main Library gave shut-in service to approximately 23 persons each month. An average of 75 books were borrowed by each shut-in during 1967.

In Cleveland, the initial contact is made with a homebound reader by a librarian who visits the home, investigates the nature of the handicap, and provides reading guidance. The librarian makes future visits at regular intervals to deliver desired books and to continue reading guidance. Patrons also may call or write the library and request specific materials. These will be delivered either by a librarian or a driver. The library keeps a file on each reader which contains information on his reading interests and other pertinent matters.

Equipment is lent to persons in hospitals, institutions and at home. The library has 35 ceiling projectors and about 1,000 books on microfilm. The 35 projectors seem to be sufficient. There are also four page turners in the library collection, but more are needed, especially since these machines frequently need adjusting and replacements are needed.

Many different types of homebound and institutionalized people are served by the Hospital and Institutions Department. There is a broad range in such characteristics as age, socio-economic level, and cultural and educational background. Included among them are:

Adults who have home businesses, such as typing, bookkeeping, or craft work and use library materials to help them in their work
Homemakers
Students
Writers and artists
Retired school teachers

Many of these readers have a great deal of free time and use reading to enrich otherwise idle hours. Some become good readers only after becoming handicapped because of the increase in free time. In general, their reading interests are similar to those of non-handicapped readers. Recreational materials satisfy a part of their reading needs, but many of them use reading for serious purposes, such as to help them improve home businesses and for general self-improvement and cultural enrichment.

The Cleveland library does not use volunteer workers because the library feels that the handicapped need professional help in selecting library materials, and volunteers do not have the training required for relating materials to the needs of readers. Moreover, volunteers are not too regular in visiting the handicapped and usually will make such visits at their own convenience.

Both voluntary and tax-supported organizations are useful for making referrals, however. In Cleveland these include:

National Multiple Sclerosis Society, Cleveland Chapter
American Cancer Society, Cuyahoga Unit
Cleveland Board of Education
Visiting Nurses Association
American Red Cross, Cleveland Chapter
United Cerebral Palsy Association
Aid to Dependent Children
Aid to the Aged
Aid to the Blind
Other Welfare Agencies

Staff members pointed out that when a library is able to make contact with a very interested person who works for an agency of this kind, there is often a marked increase in the number of referrals. Tax-supported institutions and agencies such as the Board of Education are particularly helpful since the referral system becomes part of their regular procedure.

The Cincinnati Public Library has a special collection for service to the homebound and also uses the resources of the main library. The staff answers reference questions received, but the number of the latter is small. Bookmobiles and branch libraries provide materials for the homebound and to some who are in nursing homes. These are usually delivered by a driver rather than a librarian because of staff shortages.

The Cincinnati library has had experiences similar to those in Cleveland as far as reading interests and types of patrons are concerned. Readers vary a great deal in personal characteristics--age, income, education, etc. Their reading interests are also varied, ranging from serious works on such things as economics, politics, and science to light romances.

The Cincinnati Public Library is presently engaged in a demonstration and research project related to library use by exceptional children. The project is sponsored by the American Library Association and funded by the Library Services and Construction Act through the State Library. The term "exceptional" children is used to designate all those boys and girls who deviate from the norm either physically or mentally.

As a result of project funds, the Cincinnati Library is now able to have a trained children's librarian working full time in their Regional Library for the Blind. The library staff fills the children's orders for braille and talking books and also is responsible for arranging book talks and storytelling sessions in the braille classes of the public schools where the majority of the blind children in the elementary grades are now being taught. Also, if these children express a strong desire for material not available from the collection furnished by the Library of Congress, project funds make it possible for such material to be hand-copied in braille. Volunteers do the actual copying, but the library is responsible for furnishing the paper and binding.

A new service has been extended to homebound children who are being taught at home and have been confined there for at least three months. At present about fourteen such children are served by the library. Initial contact is made by phone to ascertain the child's reading level, interests and reading habits. A station wagon is available for the personal visit by a librarian which follows. As a result of the extended ruling of Part IV-B of LSCA, one homebound cerebral palsy victim who cannot hold books or turn pages has recently been receiving talking books.

The Cincinnati Public Library has recently been building up collections for the deaf, especially those with a serious language lag. Project funds have also enabled them to extend services to the Pediatrics Ward at the General Hospital. Emotionally disturbed children at Longview State Hospital are not only being served with a deposit collection, but are also being allowed to visit the nearby branch library once a month for book talks, storytelling and browsing. The Library is also actively trying to extend its services to the mentally retarded, who make up the largest single group of exceptional children. Librarians are working with the socially maladjusted or delinquent children by carrying on reading and discussion programs in detention homes. Paperback deposit collections are being developed in some schools. Library staff hope that in another year sufficient evidence will have been gathered from this program of intensified extension of library services to exceptional children so that a substantial report of their initial findings can be published.

Alliance Public Library

The Alliance Public Library's program of service began four years ago when the Women's Division of the Chamber of Commerce gave the library a number of talking books and several talking book machines. More recently, the Lions Club gave money to help pay for approximately 200 large-print books. The library now has about 125 talking books, five machines, one overhead projector, and fifteen reels to be used with the projector.

About 30 talking books are borrowed per month. A few of the handicapped patrons are bedridden, while the rest are either blind or partially sighted. If a patron cannot visit the library, members of the Women's Division of the Chamber of Commerce will deliver the materials requested. Requests have been received for braille books, but patrons making such requests have been referred to the Cleveland Public Library. No great amount of publicity has as yet been given to the program.

Marion Public Library

The Marion Public Library provides special services to about 20 handicapped readers, three or four of whom are children and the rest primarily elderly adults. The librarian reported that, strictly speaking, most of these patrons could either visit the library themselves or have a relative pick up materials for them. They

prefer that the library take responsibility for selecting and delivering materials, however. The Junior Service Guild transports the materials to and from shut-ins.

Most of the handicapped use books with regular size type, but a few prefer large print books. The library has about 35 of the latter, 9 of which were donated by the Lions Club in 1966.

The director of the Marion Library also mentioned that her library advertised the Cleveland Public Library's service program for the blind in a picture-story article in a local paper. She said the limited service provided by her own library is publicized principally by word of mouth and in talks given by her or other staff members.

Chapter IV

INTERVIEWEES' SUGGESTIONS AND COMMENTS ON FUTURE NEEDS

Attitudes of Local Librarians

Several of the librarians interviewed stated that steps should be taken to promote librarians' interest in service to handicapped readers since many librarians are unaware of the need for special services to such patrons. One interviewee stated that it would be desirable to assign a State Library consultant to coordinate public library activities for the handicapped and to disseminate information about special services. She thought possibly the State Library should maintain a collection of equipment which could be lent to libraries or library associations for display purposes, and she felt that a workshop on the use of this equipment would also be helpful.

One librarian expressed the idea that every public library should have a policy statement about service to readers with special problems. The Cleveland Public Library is one of the very few libraries which has such a statement, which reads as follows:

> In order to meet the total needs of the community, the Library has an objective of adapting its services to the special requirements of ill and handicapped people. To meet this objective, book materials in varied forms are taken to persons in their own homes and in health and welfare agencies. For the blind and for the physically, mentally, and socially handicapped the objective is to provide resources for information, recreation, and rehabilitation.

Promotion and Publicity

One of the greatest needs, mentioned by almost all the librarians interviewed, was an increase in promotion of the service. Several commented on the fact that the large majority of handicapped people do not know about special library services. Therefore much publicity and other promotional activities should be undertaken. One noted that her library did little publicity about such services because they did not have the staff and resources needed to take care of the great demand which would probably result from publicity.

Another interviewee stated that sometimes librarians start a special program for the handicapped and find little response and then abandon the service because they believe there is no need for it. She believed that if the service were publicized, it would be used.

Need for Referrals

Several librarians mentioned the value of referrals and stressed the importance of contacts with voluntary and tax-supported agencies which could direct prospective readers to libraries. One of the librarians makes regular visits to such agencies to explain the library program and to encourage referrals. She also addresses groups, such as classes of student nurses. She felt that contacts with appropriate agencies should be made at least once a year to remind officials about library services for the handicapped.

Staff Needs

Several respondents mentioned the necessity of increasing qualified staff, and one librarian felt that her agency was dangerously understaffed. In general, service to readers with special problems requires considerably more time than ordinary public library service. Books must be "custom selected" to meet the

interests of individual readers because most handicapped patrons cannot visit libraries to make their own selections. Consequently, librarians should devote much time and effort to such work.

In one library, staff was so limited that personal contact between librarians and handicapped patrons was very rare. The librarian's letter to the Project Director contained the following:

> At present, contact between library and patron is by correspondence or telephone; but, of course, personal visits would be much more effective in determining the real tastes and needs of the readers. Personal visits would permit the librarian to do some real reader's guidance work, which some patrons sincerely want.

One of the librarians working with the blind noted that it was impossible to do field service because of inadequate staff. She felt that librarians should be able to visit patrons or to talk with them on the telephone in order to assist them in selecting books.

Increased Resources Needed

The need for increased resources was mentioned by several respondents. One felt that many local libraries should have large-type books and some audio materials for local handicapped readers. A respondent from one of the larger libraries noted that they needed a great many more materials, such as large-type books, magazines, and book holders. In the libraries serving the blind there is a need for additional titles of recorded materials, including tapes. Since taping is an expensive, time-consuming activity, expansion of volunteer taping services would be very helpful. One of the librarians working with the homebound felt that the materials budget needed to be greatly expanded.

Handling of Talking-Book Machines

Handling of talking book machines was noted by several respondents. In general, they felt that machine distribution and care is a complex activity which must be carefully considered. Respondents were not unanimous in their suggestions as to what agency or agencies should take care of machines under Title IV-B. One opinion expressed was that the Bureau of Services to the Blind and its sub-agencies were doing a very good job and should continue to do so. There was a feeling, however, that the service provided by the sub-agencies was uneven, some doing a much better job than others. The idea was expressed that libraries be considered for handling machines. Several felt that if the librarian introduced the machine to the reader, she would have an excellent opportunity to meet the reader and do reading guidance. There was also some feeling that the blind home teachers might not be able to handle the introduction of machines to the physically handicapped.

Another suggestion was related to free telephone service. One respondent stated that since many handicapped readers used collections of distant libraries, they should be able to call long distance without paying a special charge.

Role of Local Libraries

A number of suggestions about the role of local libraries were offered. There seemed to be unanimous agreement that local libraries should have some role in service to the handicapped. Meaningful programs of service to the handicapped are expensive, however, and require sufficient well-trained staff and a good materials collection; therefore, the major part of such services should be handled by larger libraries. It was felt that any attempt to divide expensive equipment and resources among a large number of libraries would result in "watering down" the program of service. It was also felt that the most meaningful programs would be those in communities which have extensive medical and rehabilitation facilities,

because a large number of handicapped people live in such places; therefore, it would be unwise to establish expensive programs in communities which do not have such facilities.

Most respondents stated that local libraries, especially small libraries, could play an important but limited role. Local librarians should be encouraged to refer handicapped patrons to those libraries which have special materials and services. Several librarians suggested that every public library and every school library have uniform application blanks for making referrals.

Other suggestions about the role of the local library include the following:

Every local library should have a collection of large type books.

Every library should have a statement about service to the handicapped in its policy.

Local libraries should include both handicapped and non-handicapped people in library programs, such as discussion groups, as a means of integrating handicapped and non-handicapped patrons.

Change in Rules for Eligibility

Several respondents stated that Title IV-B should be expanded to include all those with severe handicaps, not only those who are unable to handle library materials because of physical limitations. It was felt that people with severe handicaps are not generally able to visit libraries to select materials; therefore, libraries should have funds to send field workers to their homes. Moreover, many of the handicapped require special expensive types of materials and equipment; therefore, libraries need additional funds to serve them well.

One respondent estimated that only two or three per cent of the homebound readers presently served by the library would be eligible under Title IV-B. She also felt that many of those who are eligible would use library materials only rarely because they are so ill. Another respondent stated that only two of fourteen homebound children presently served would be eligible under Title IV-B.

Part II

RECOMMENDATIONS

Part I is a detailed factual account of the number of blind, partially sighted, and physically handicapped people in Ohio and the library services that are now available to them. The services of the two regional libraries for the blind at Cleveland and Cincinnati are extended by mail throughout the state, with help from a number of voluntary and public agencies, especially the Ohio Bureau of Services for the Blind, which distributes talking-book machines. Only a few other public libraries, such as those of Alliance and Marion, have developed programs at the community level.

Against the wealth of this background information, my assignment is to project a kind of program that might be planned by the Ohio State Library, in response to Title IV-B of the Library Services and Construction Act, for "establishing and improving library services to the physically handicapped." The physically handicapped, as defined by the Title IV-B, include not only the legally blind and visually handicapped but also people who, because of other types or degrees of physical handicap, are also unable to use conventional printed materials. The population that is now eligible for service under the Title has, therefore, as Dr. McCrossan has indicated, been greatly expanded. The long-term state plan should envisage both a substantial improvement in present services and their extension to large additional categories of readers.

Principles

1. It is recommended that the basic goal of the state plan be to provide the same full range and quality of library services to the visually and physically handicapped as to normal readers, using compensatory methods and special materials as needed.

It is clear from Dr. McCrossan's report that, with the exception of people served locally by the Cleveland and Cincinnati programs for the homebound and institutionalized, the existing library services to the visually and physically handicapped are far inferior to those regularly provided to sighted, ambulatory readers, who can visit their local libraries, read the catalogs, browse among the shelves, and ask for the help of librarians. Yet handicapped readers should have, and our society should be prepared to give them, equivalent access to essential information, in order that they may live as normal and rewarding lives as possible, be useful members of the family and the community, hold jobs, become educated, and enjoy such arts as are perceivable by them. Equivalent, compensatory services would include:

a) Direct personal assistance by librarian to reader, including home visits, reference and reading guidance and book deliveries. The present statewide service is largely by mail without direct knowledge of or contact with the reader.

b) Expansion and diversification of library resources in special media, especially educational, technical, and vocational resources, through the acquisition of commercially published materials and the systematic organization of volunteer transcribing programs under library sponsorship.

c) The bibliographical control of resources in special media, including custom transcriptions, through union catalogs and interlibrary referral services. Information about available resources is at present locally available to readers only from highly selective periodic lists.

Whereas the emphasis of present library services to the handicapped is on recreational and cultural reading, future reference and reading guidance,

collection building, and bibliographic services should also emphasize in greater degree the urgent needs of some of these readers for educational, technical, and vocational information.

2. It is recommended that community libraries--public, school, college, or special--develop the front lines of service to the visually and physically handicapped as well as to normal readers.

Only at the community level, where direct personal contact is possible, can the needs of the handicapped be fully assessed and understood, the necessary professional guidance be given, and the available resources, wherever they may be located, be made known and used. Whereas, in the past, community libraries have in general left responsibility for the handicapped to the mail order services of the regional libraries, it is believed they should now accept that part of the responsibility which can only be discharged locally--the personal, human contacts.

3. It is recommended that community library services to the handicapped be supported, or back-stopped, by a system of regional libraries within the State, and that this system be the same as that created, or to be created, for cooperative library services in general.

Although the front line of service should be at the community level, the low density of the handicapped population in all but the major urban centers of the State, as indicated by Dr. McCrossan's data, will require a largergeographical base to support the needed collections and services. Regional centers, similar to those of Cleveland and Cincinnati but serving smaller areas, would ideally house major collections of frequently used materials within reasonable telephone and messenger distance from local library outlets, including both the branch libraries in urban systems and the community libraries in neighboring counties. (A division of community, regional, and statewide responsibilities will be suggested below.)

A regional system for library service to the handicapped should follow the same lines as that for cooperative library services in general in order to take advantage of the same administrative and legal structures, the same communication systems, the same processing departments, and so on. The high cost of special services to a minority group could be most effectively controlled by working through systems that already exist, and are already supported, for service to the majority.

4. It is recommended that local responsibility (municipal and county, as well as state) for the financial support of library services to the handicapped be encouraged and developed.

Federal funds from Title IV-B of the LSCA are authorized for only three years, and should be viewed primarily as seed money. An adequate long-term program for the improvement of services and their extension to large new categories of readers, including the creation of additional regional centers, will require either a major augmentation of the state subsidy now paid to the Cleveland and Cincinnati centers, or the development of municipal and county sources of support, or both. In principle, it is believed that library services to the handicapped should not only be offered through normal, local library channels but also financed from the same normal sources.

5. It is recommended that the distribution and repair of talking book machines become in due course the responsibility of the regional library centers.

The major reasons for this recommendation are (1) to enable handicapped readers to obtain their books and machines from the same agency, instead of having to deal with two seemingly unrelated agencies, and (2) to enable the local library staffs to benefit from the additional personal contacts with readers that the pick-up and delivery of machines entails. No criticism of the present work of the Ohio Bureau of Services for the Blind is implied, although the normal restriction of its program to the "legally" blind is a matter of serious concern, now that fully equivalent services must be extended to other visually and physically handicapped

people. The Telephone Pioneers could, of course, continue their valuable contributions in association with the regional library centers.

Levels of Responsibility

Before considering the immediate steps that might be taken toward the implementation of Title IV-B of the LSCA, let me outline very briefly the divisions of responsibility that a long-term plan might assign to the statewide, regional, and community library agencies.+

Community libraries

Every community library, no matter how small, should be attentive to the visually and physically handicapped who live there, no matter how few. At the minimum:

a) Some staff member should bear specific responsibility for personal contacts with the handicapped, for seeking them out and registering them, for reference service and reading guidance, and for locating and obtaining books in special media.

b) An up-to-date file of information about resources for and services to the handicapped from regional, state, and national sources should be maintained.

c) Handicapped readers should be included as far as possible in such library group activities as story hours, lectures, and discussion groups.

Larger community libraries might also bring together small reference and browsing collections in special media, obtain rotating deposit collections from the regional centers, and organize and coordinate volunteer transcribing activities.

Regional libraries

The regional centers would build major collections of frequently used materials and a full complement of services in support of the community libraries, which, for the most part, would handle local contacts beyond the immediate reach of the centers. The regional centers would:

a) Build major collections in special media through (a) deposits from the Library of Congress, (b) acquisitions by gift (especially custom transcriptions) and purchase, and (c) library sponsored transcriptions by volunteer groups in the area.

b) Compile a union catalog of materials in special media in all libraries in the region, including transcriptions by volunteer groups, and report all holdings to the State Library.

c) Maintain a register, with appropriate personal, vocational, and other data, including reading interests, of all visually and physically handicapped readers in the region.

d) Provide professional field consultant services to the community libraries of the region, and provide direct personal assistance to readers in the center's own community.

e) Offer reference, reading guidance, and lending services, including referral of requests to other regional and national centers, to community libraries on behalf of their readers, and directly to readers in the center's own community.

f) Supply rotating deposit collections to community libraries and/or

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+The following analysis is adapted from the COMSTAC standards and follows closely this author's recommendations to the California State Library.

bookmobile visits to shut-ins.

g) Keep a stock of talking book machines for prompt delivery to readers in the region. Insure that new readers are instructed in their use, that broken machines are picked up and repaired, that substitute machines are supplied, etc.

h) Establish reference, browsing, and study rooms, recording and duplicating studios, and safe, single level access to regional library facilities.

i) Maintain a register of volunteer transcribers in the region, coordinate their activities, provide studios for them, and insure that acceptable standards of transcribing are observed.

j) Develop an efficient communications system (or utilize an existing one), including telephone, teletype, and messenger services, as may be indicated, within the region.

k) Supplement community efforts to seek out and identify potential readers and certify their eligibility.

l) Publicize the program.

The State Library

The role of the State Library would be primarily administrative, coordinative, planning, and promotional.

a) Provide planning and consultant services to the regional and community libraries.

b) Administer federal and state subsidies.

c) Maintain a statewide union catalog of resources in special media, and provide interlibrary loan or transcribing, referral services. Report Ohio holdings to the Library of Congress and other national agencies.

The State Library would not itself build collections or operate lending services. The regional center at Columbus should be the Columbus Public Library.

The Existing Regional Libraries

The existing regional libraries at Cleveland and Cincinnati would continue the development of intensive local services within their primary service areas, including neighboring counties, and would relinquish responsibility for services to other regions as new centers were created. Mail order services would be continued at the present level, however, with appropriate reimbursement from state or other funds, to those regions that may still be without centers of their own.

First Steps

The state plan for immediate action, whatever the long-term goals and design, will have to be tailored to the funds that are initially made available by Congress Only $25,000 has been allocated to Ohio for fiscal 1968, and the maximum authorization for fiscal 1969 is $168,000. If all goes well, as much as $250,000 might be authroized for Ohio in five years or so.

The transition from the present organization and level of services to those envisaged above will take many years of cooperative effort. Initially, the extension of services at the present level by the existing regional libraries to the additional categories of readers embraced by Title IV-B of the LSCA and the establishment of planning, coordinative, and consultant services in the State Library should be given priority.

6. It is recommended that during fiscal 1968,+ and pending additional state subsidy or the development of local sources of financial support, Title IV-B funds be allocated to the Cleveland and Cincinnati centers for the extension of present levels of service throughout the State to the categories of newly eligible readers embraced by the new Title.

7. It is recommended that, during fiscal 1968, and pending the re-assignment of responsibility for the distribution of talking book machines to the regional library centers, Title IV-B funds be allocated to the Ohio Bureau of Services for the Blind for the extension of its services to the categories of newly eligible readers embraced by the new Title.

8. It is recommended that, during fiscal 1968, the remaining funds be allocated to the State Library to employ a full-time consultant (at an annual salary rate of $14,000 or more), with supporting staff and office costs and with budgets for conferences and workshops, to begin its statewide planning, coordinative, and promotional activities.

The use of federal funds for all three of the above purposes should, however, be viewed as only an interim measure, while state and local sources of financial support are developed. The federal subsidy should in subsequent years be used primarily for the demonstration of improved, more intensive services at the community level and the establishment of additional regional library centers. Title IV-B funds for fiscal 1969 (including unexpended funds from fiscal 1968) should be used, only as necessary, to continue the three programs of fiscal 1968, pending state and local support, while the following two programs are added.

9. It is recommended that, in fiscal 1969, the establishment of at least one new regional library system be supported with Title IV-B funds.

10. It is recommended that, in fiscal 1969, at least one demonstration of more intensive, personalized, community service to the visually and physically handicapped be supported with Title IV-B funds, either in one of the existing regional systems or in some special context, such as a local public library, a college, a hospital, or a nursing home.

While the broad design of statewide services to the handicapped calls for the creation of new regional centers, the desired quality of services could be demonstrated in a wide variety of local situations. Title IV-B, moreover, explicitly provides for the support of library services not only by public libraries but also by any "public or other nonprofit libraries, agencies, or organizations."

+Note that fiscal 1968 is already half gone and that only four or five months of activity could be mounted, and would need to be funded, yet this year.

APPENDIX A

STANDARDS FOR LIBRARY SERVICES

(Reprinted, with permission, from the COMSTAC Report)

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*Deceased March 1965

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LIBRARY SERVICES

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*Pages are renumbered from the COMSTAC Report.

STANDARDS FOR LIBRARY SERVICES

The needs which reading can satisfy for the sighted reader are every bit as real for the blind and visually handicapped. Blind readers, the majority of whom live in normal community settings, require library service in a multitude of ways—as children becoming acquainted with a child's world; as students in school; as persons learning a trade or profession in order to make a living; as citizens and voters who need to be informed; as children and adults who need factual information in connection with an infinite variety of subjects; as children and adults who have leisure time to fill; and finally, but by no means least, as people with normal ambitions, fears and concerns who need the guidance, the stimulation and the satisfaction that reading can bring.

Fundamentally, library service should accomplish the same objectives for the blind and visually handicapped as for the sighted. There are, nevertheless, important differences arising from the need to compensate for lack of sight as well as from the conditions which blindness imposes on the means of rendering library service. By definition, blind people cannot use conventional printed materials. They must depend on the spoken word, on large type, on tactile devices such as braille or on other mechanical or optical aids. Useful as they are, these methods cannot be said to meet the full range of reading needs.

Although many blind and visually handicapped people travel as freely as sighted people, it must be recognized that, for others, blindness imposes some restrictions on physical mobility. This is further complicated by the fact that blindness may be accompanied by other physical handicaps. Moreover, the inability to read printed materials not only applies to the book the blind or visually handicapped person wants to read but is an important factor in the selection process itself. The devices by which blind people read do not, as yet, lend themselves readily to scanning or browsing.

The real difficulty in providing highly specialized materials to blind and visually handicapped people arises from the relatively low density of the blind population, which necessitates different library service patterns from those used for sighted people. All library service is based on the principle that, by sharing resources and services among a sufficient number of persons, the cost per user is reduced to a reasonable point. Whereas the number of persons who share the cost of library service in a city, a university, or a school may be great enough to make the cost per user a modest one, the same cost divided by the number of blind and visually handicapped people one might expect to find in the same communities would be many times higher. The ratio of blind to sighted is in the order of one to five hundred, even when one includes the increasing numbers of older people who, while not "blind" in the legal sense, are functionally blind as far as reading is concerned.

SPECIAL TERMINOLOGY

The term "blind and visually handicapped," as used for purposes of these standards, refers to any blind, visually handicapped or partially sighted person whose vision, after treatment and/or correction, is impaired to the extent that he or she is unable to use printed materials prepared for normally sighted persons.

Present federal library administrative regulations define "blindness" as central visual acuity of 20/200 or less in the better eye with correction, or angular vision no greater than twenty degees; to persons certified as meeting this provision, reading matter is provided through regional libraries for the blind, free of charge, including postage. The Library of Congress is now reviewing these regulations in terms of the broader definition cited above as relating to the standards presented herein.

STANDARDS FOR SERVICE PROGRAMS

"Library materials" is the term used to include all media the visually handicapped can use: braille, large type, recording, print, etc.

The designation "community library" is used to indicate the library unit at the local level: public libraries, association libraries, county libraries, branches of large city libraries and others, including academic libraries which receive subsidy for provision of community library service.

"Library systems" refers to a group of libraries working together in a cooperative program for coordinated and improved service.

"Regional libraries for the blind" refers to those libraries, located throughout the country, that have been selected by the Library of Congress to serve as distributing agencies for the reading resources provided by its Division for the Blind. These libraries are located in agencies serving the blind, in public libraries or are connected with state library agencies.

THE MATTER OF COSTS

The cost of providing library materials to the blind and visually handicapped will average at least five to seven times the cost of providing the same level of service to sighted people. A minimum program of federal, state and local community service will require currently at least $25.00 per blind person in the service area. In a school library for the blind, the total annual cost for materials will come close to $40.00 per student if resource needs are to be met.

Some of the factors that account for the higher cost of library service to the blind and visually handicapped are:

> The average braille book costs $18.00 per title; the same book in conventional form for elementary or for junior high school libraries costs $3.50—$4.00 on the average.[1]
>
> Reading materials for blind and visually handicapped persons must be provided in several forms. The same title may be needed in braille, in large type and in recorded form for use by different readers.
>
> Whereas Standards for School Library Programs[2] call for a minimum of five minutes per week per child of personal attention, careful analysis by librarians serving blind and visually handicapped people leads to estimates that at least a half hour will be required to provide comparable guidance and service to a visually handicapped child.

DEVELOPMENT OF SERVICES

The book needs of the blind have been known for over a century. In 1858 the American Printing House for the Blind was chartered by the State of Kentucky to provide, at cost, embossed books to meet the demand for materials from schools and institutions. In 1879 the United States Congress appropriated funds for the American Printing House for the Blind to provide these needs.

The importance of public library service to the blind was recognized by the Boston Public Library as early as 1868 and the federal government acknowledged its responsibility for service by opening, in 1897, a reading room for the blind at the Library of Congress. Since 1904 the United States Post Office has provided free mailing of books to and from blind readers in all parts of the country. As an aid to students and professional people, Recording for the Blind, Inc. has for over a decade recorded textbooks and educational material upon request.

The present pattern of library service dates from the passage in 1931 of the Pratt-Smoot Bill which authorized the Library of Congress to "provide books for the use of the adult blind residents of the United States, including the several States, Territories, Insular Possessions and the District of Columbia." On July 3, 1952 the word "adult" was deleted so that blind children could also benefit from

[1] Howard Haycraft, "Books for the Blind." See Appendix B—Selected References.
[2] American Association of School Librarians. See Appendix B—Selected References.

the program. Several amendments or modifications have been made to provide materials in the various forms (braille, tape, talking books, talking machine, etc.) that are necessary to satisfy the needs of blind readers.

To carry out the mandates of the law, the Library of Congress selected a number of libraries, strategically located throughout the country, to serve as distributing agencies. These are known as regional libraries for the blind. From the beginning, the program has worked on the principle, now current in public library service, of a system of libraries with a strong central collection and with an easy, flexible flow of materials. The Library of Congress is the key to the system. It is responsible for providing the major materials and for stimulating research to reproduce the best possible books and to provide the most up-to-date forms of materials and machines. It is assisted by the American Foundation for the Blind and the American Printing House for the Blind.

Library services are also given in residential schools for blind and visually handicapped children, which have existed in the United States since 1832. More than half the total number of such children, however, are enrolled in schools for the sighted. In addition, a large number of blind and visually handicapped students are registered in colleges, universities and professional schools.

LEVELS OF RESPONSIBILITY

The first level of responsibility rests in the Division for the Blind of the Library of Congress, which implements the word and intent of the Congress, using annual appropriations provided by that body. This national responsibility begins with the selection and distribution of books and related materials for subsequent use by the libraries in the several states. These activities provide a broad base of leadership and coordination.

The second level of responsibility rests in the state governments, acting through their designated agencies responsible for public and school library service, in much the same fashion as Congress acts through the Library of Congress. The libraries for the blind receive their guidance, book collections and related materials as a result of the national activity. Therefore, the state library's most immediate responsibility is to assure the best possible use of the national resources. In addition, the state library agency is expected to supplement these resources with materials obtained through its own sources and with materials of local interest and value.

The third level of responsibility resides in the community. It rests with each community within a state, working through its community library agencies: county libraries, library systems, city libraries, school libraries, libraries in rehabilitation centers, university libraries, etc.—in short, any library, public or private, encountering blind or visually handicapped persons among its clientele. These libraries have the state and national programs as backstops to which they turn for information, publications and book resources beyond their immediate holdings.

DEVELOPMENT OF STANDARDS

During the past ten years standards have been adopted in most fields of library service and forward strides have been made in library service for various groups. Two publications pinpointed the need for standards for library service to the blind and visually handicapped. Survey of Library Services for the Blind, 1956 by Francis R. St. John noted, as one of its recommendations: "There is a demonstrated need for a set of basic standards for library service for the blind."[3] Standards for Library Functions at the State Level, developed by the Survey and Standards Committee of the American Association of State Libraries, lists as a standard: "Resources available within or near each state should include a full range of reading materials for the blind and visually handicapped."[4]

[3] P.108. See Appendix B—Selected References.

[4] P.11. See Appendix B—Selected References.

STANDARDS FOR SERVICE PROGRAMS

The standards endorsed by the American Library Association for the several fields of library service imply the intent to include blind and visually handicapped readers within the scope of the standards. Public Library Service: A Guide to Evaluation with Minimum Standards notes: "It is to be expressly understood that each standard in this document applies to all ages and groups, and that a standard is not achieved if its provisions are met for one part of the population but not for another."[5]

The standards herein presented cover those areas where more detailed delineation is needed to identify the special services required for blind and visually handicapped readers. It should be noted that the standards indicate minimum requirements and that, to be effective, they should be restudied and revised at least every five years.

It is the aim of these principles and standards to provide a guide for librarians, trustees of agencies, government officials and interested citizens, that they may evaluate the library services now rendered to the blind and visually handicapped and plan wisely for wider and more effective service. In addition to serving as a guide for self-evaluation and improvement of services, Standards for Library Services may also be used in developing accreditation procedures.

The objective is twofold: to increase the proportion of blind people who are active users of library services (at present only 25 percent), and to serve the large number of people whose vision is impaired to the extent that they are unable to use printed materials prepared for normally-sighted persons.

[5]P. 5. See Appendix B—Selected References.

PRINCIPLES UNDERLYING LIBRARY SERVICE FOR THE BLIND AND VISUALLY HANDICAPPED

The following principles, which define a nationwide program of service to blind and visually handicapped readers, underlie the standards enunciated in succeeding sections.

All standards relate to "blind and visually handicapped" persons as defined under Special Terminology, page 196.

The low density of blind population requires a broader base of support and service than that which may suffice for sighted readers. The larger units of government—federal, regional, and state—therefore play an essential role in support and provision of library resources for the blind and visually handicapped, and this role should be both continued and strengthened.

Responsibility for blind and visually handicapped readers does not stop at the federal and state levels. Since blindness knows no geographical barriers, any community, school, college, business, profession or other group may be the setting in which a blind person functions. The library agency which serves any of these groups should be prepared, within reasonable limits, to see that the needs of the blind members of the group are served as well as those of the sighted members. Services to be rendered by the community library range from bibliographic assistance and referral in some situations to the actual provision of materials in others.

Every kind of library should make a special effort to include blind and visually handicapped people in all the services provided for sighted patrons. Needs for book talks, story hours, vacation reading programs, adult education activities, musical events and reader advisory services are the same for all people—sighted and blind—regardless of the form of the books supplied to fill the individual need. Application of these standards is not limited to libraries which serve blind people exclusively but extends to all agencies which render or might render library services to blind and visually handicapped people—public libraries, school libraries, college libraries, regional libraries for the blind and others.

While blind and visually handicapped people in any community are apt to be relatively few in number, the range of their reading needs may run the full gamut of human knowledge. Adequate library service to blind and visually handicapped readers is possible only if all libraries—those which generally serve sighted readers as well as those which generally serve blind readers—are systematically linked together into an integrated system specifically designed to bring together these readers and special library materials for their reading needs.

A plan must define and clearly assign to the appropriate levels of government—national, state, city, county, school district and other—responsibility for those aspects of library service for the blind and visually handicapped which are most effectively and most efficiently performed at that level.

Library service for the blind and visually handicapped involves all of the basic principles and objectives that apply to library service for sighted people, plus whatever additional steps are necessary to compensate for the handicapping effects of blindness. As in the case of sighted readers, blind and visually handicapped people should have immediately at hand certain basic reference materials for repeated use, and a range of materials from which to choose for general reading. More specialized needs which exceed these minimum facilities must be met by calling on resources made available by the states and regions.

STANDARDS FOR SERVICE PROGRAMS

Bibliographic devices comparable to those available to the sighted reader must be developed and widely distributed so that library resources for the blind and the visually handicapped can be readily located wherever they exist.

Communication and duplication facilities suited to the blind must be developed and used to make resources quickly and conveniently accessible over wide areas. Every effort should be made to exploit technological developments, as they occur, in furthering library service to the blind and the visually handicapped.

Special attention must be given to services and tools that improve the ability of the blind and the visually handicapped reader to browse, both in the selection of materials and within individual publications.

In the provision of library services for the blind and visually handicapped, the use of volunteers for transcribing and supplementary services is a long-established and viable practice. Volunteers are used to supplement, not substitute for, professional staff. The applicable standards in A-3, Personnel Administration and Volunteer Service are endorsed for use in relation to library volunteers.

1. FEDERAL LEVEL OF SERVICE

The federal government has responsibility under law for providing the basic reading materials in special form needed by blind readers, and for promoting a nationwide system of libraries for the blind in states and regions. This program is administered by the Library of Congress. Free mailing of materials for the blind is established by statute. The national library for the blind meets its responsibilities when it—

1.1 SIZE OF COLLECTION. Maintains a balanced collection of at least 50,000 currently useful titles in braille, large type and recorded forms, including at least 6,000 currently useful children's titles selected from standard recommended sources.

1.1.1 Provides sufficient duplication of these titles to meet reader demands in quantity, with at least one copy available for each ten to fifteen requests for each title.

1.1.2 Adds at least 1,000 adult titles and 500 children's titles to the national library system each year, in addition to replacements.

1.2 CATALOGS AND RELATED RESOURCES. Provides comprehensive, annotated catalogs in classified arrangement for all books produced for the blind for or by the federal government, with such frequently cumulated catalogs available in large print, braille and sound-recorded editions in quantities to meet the personal needs of every blind and visually handicapped reader and for reference use in serving them.

1.2.1 Maintains a union catalog of all library materials available for the blind.

1.2.2 Employs professional personnel to compile annotated, analytic bibliographies upon request for any subject area.

1.3 PROCESSING. Provides all books completely processed, including catalog cards, book cards, uniform labeling, mailing containers, etc.

1.4 FIELD CONSULTANTS. Provides field consultants to stimulate and coordinate services.

1.5 SCIENTIFIC AND TECHNICAL IMPROVEMENTS. Keeps abreast of scientific and technical changes in the field.

1.6 RESEARCH. Conducts research and implements findings to further library service to the blind.

1.7 LIBRARY VOLUNTEERS. Coordinates and maintains standards for library volunteers with special emphasis on quality and production of materials. (See also A-3, Personnel Administration and Volunteer Service.)

2. STATE AND REGIONAL LIBRARIES

Library service for the blind and visually handicapped constitutes a form of education. With education in our constitutional system the responsibility of the state level of government, states should make financial provision for library service for the blind and visually handicapped as they do for other types of education.[6] For blind and visually handicapped persons, as for the sighted, the state is responsible for library service at the level set forth in the American Library Association national standards and as described specifically in Standards for Regional Libraries for the Blind, approved by the American Library Association in July 1963.

Each state should maintain a library for the blind if it has a potential for at least 1,000 users. If the blind population within a state will not furnish this number of readers, two or more states should join in maintaining a regional library for the blind.

In addition to the aforementioned A.L.A. standards, the state or regional library for the blind—

2.1 PROFESSIONAL STAFF. Provides an administrative librarian plus one professional staff member for each 750 registered readers, and additional professional staff as needed. See Appendix A—Suggested Staffing Pattern for guidelines.

2.1.1 Insures that the administrative librarian has equal administrative ranking with other major departments within the parent library.

2.1.2 Employs professional staff members who are graduates of an accredited library school and/or meet state library certification.

2.1.3 Recognizes the importance of professional library experience with readers and of personal qualifications for competent performance.

2.2 NON-PROFESSIONAL STAFF. Provides non-professional staff sufficient to perform duties required for consistently efficient service.

2.2.1 Relates the non-professional staff (excluding maintenance personnel) to professional staff in a ratio of two non-professional for each professional position.

2.3 LIBRARY MATERIALS. Maintains a basic collection of library materials in all forms (braille, large type, recordings, etc.) provided by the national library, sufficient to cover the regular needs of its region.

2.3.1 Acquires those library materials necessary to meet the special interests and needs of its own area (state and local histories, regional biographies, folklore, special industrial interests, etc.).

2.3.2 Acquires those library materials produced commercially that are available in quality and formats usable by and of use to the blind and visually handicapped.

2.4 BIBLIOGRAPHICAL MATERIAL. Affords ready access to a full range of published bibliographies, book and periodical indexes and standard book selection aids.

[6] Standards for Library Functions at the State Level (see Appendix B—Selected References) states: "Resources available within or near each state should include a full range of reading materials for the blind and visually handicapped."

2.4.1 Makes arrangements for all blind and visually handicapped readers in its area, and those helping them, to receive all necessary catalogs and book lists in the form most appropriate to their needs.

2.5 SERVICES. Provides a variety of services for readers and the community including:

2.5.1 Loan of materials by mail free to any blind resident of the region.

2.5.2 Information and reader guidance services to relate the blind and visually handicapped reader to the world of literature.

2.5.3 Consultant service on reading resources for blind and visually handicapped persons to agencies, institutions and professional workers in contact with such persons.

2.5.4 Instruction and guidance in the availability and use of special materials for the blind and visually handicapped to the general public, to public and school libraries, to parents and to others helping this group.

2.6 COOPERATIVE RELATIONSHIPS. Maintains a mailing list of the public libraries within the state and assumes responsibility for directing informational materials and catalogs to local agencies.

2.6.1 Maintains close liaison with agencies distributing talking book machines.

2.7 VOLUNTEERS. Maintains a register of individuals and service organizations throughout the region available to perform volunteer sound recording, braille transcribing service and duplication of large type materials for blind and visually handicapped people.

2.7.1 Guides and coordinates the efforts of volunteer recorders and transcribers to produce the unavailable library materials most needed within the region.

2.7.2 Reports to the national library on all completed volunteer-produced materials and their availability for loan or duplication.

2.7.3 Meets the standards for volunteer service set forth in A-3, Personnel Administration and Volunteer Service.

2.8 STIMULATION. Stimulates the use and interpretation of services through all appropriate means.

3. COMMUNITY LIBRARIES

The local community library in town, city and county has responsibility for developing library services for its blind and visually handicapped residents at the same level as for all readers, as set forth in Public Library Services, a Guide to Evaluation with Minimum Standards (American Library Association, 1956). The state library or regional library for the blind provides the primary resource for accomplishing this. The community library should be fully informed about state resources and services, should draw on them as needed, and should exert its best efforts to put blind and visually handicapped persons in contact with them. However, the existence of a state or regional facility does not relieve the community library of the responsibility to serve its blind and visually handicapped constituents. The local community library—

3.1 RESOURCE FILES. Maintains a file of sources of current information describing the library services available to blind and visually handicapped readers from state and national library agencies.

3.1.1 Maintains a file of Library of Congress catalogs of books available in all forms for blind people of all ages. (Available without charge and requiring approximately one foot of shelf space.)

3.1.1.1 Makes these catalogs available also in the forms suitable for the patrons.

3.2 STAFF. Has at least one qualified staff member whose duties consist of, or include, primary responsibility for assisting blind or visually handicapped readers in locating information and materials, and for providing guidance in the use of available resources.

3.2.1 Such staff member establishes and maintains active communication with local school librarian(s) to plan for and to provide complete library service.

3.3 SERVICE REGISTER. Maintains a register of local individuals and organizations available for service as transcribers, personal readers, etc. to meet the more extensive requirements of blind and visually handicapped readers in the community.

3.4 GROUP ACTIVITIES. Includes blind and visually handicapped persons in library group activities such as story hours, lectures and discussion groups.

ADDITIONAL STANDARDS FOR LARGER LIBRARIES

Large public libraries serving populations of 100,000 or more and central units of public library systems additionally—

3.5 REFERENCE MATERIALS. Provide reference materials in braille with, as minimum requirements, an encyclopedia, dictionary and atlas in braille and/or in media the visually handicapped can use.

3.6 BROWSING COLLECTION. Maintain a browsing collection, on loan from the state or regional library for the blind, of at least five titles for each active reader.

3.6.1 This collection is exchanged as regularly as its use indicates.

3.7 PERSONAL SERVICE. Make staff available to provide personal service for urgent reference needs and may provide volunteers for reading to blind and visually handicapped persons.

3.8 STUDY AREA. Provide a suitable study area for blind or visually handicapped readers who wish to make use of the library's print collection with the help of personal readers.

3.8.1 Provide shelving adjacent to the study area for any special library materials for the blind and visually handicapped.

3.9 OPTICAL AIDS. Provide optical aids for access to printed materials by visually handicapped people.

3.10 TAPE EQUIPMENT. Provide magnetic tape equipment for the recording of information from the print collection by staff members and/or volunteers.

4. SCHOOL LIBRARIES

All school systems should be fully informed about federal, state and local library resources and services, and draw on them as needed.

STANDARDS FOR SERVICE PROGRAMS

The American Library Association Standards for School Library Programs (1960) sets forth standards for schools, including those serving blind children. The School Librarian and the Partially Seeing Child, prepared by the American Association of School Librarians and the National Society for the Prevention of Blindness (1965), likewise notes requirements to be met for adequate service to the partially sighted. The American Association of School Librarians is currently planning to study the problems of library service to blind children in schools for the sighted and to recommend additional standards at a future date.

The special requirements of all schools serving the blind and visually handicapped, starting with the extra assistance in locating reading and reference materials needed by blind and visually handicapped children, call for certain modifications and adaptations of the aforementioned documents. These are set forth below.

A library in a school for the blind—

4.1 PROFESSIONAL STAFF. Employs a professional librarian, plus a qualified assistant librarian for each 100 students after the first 100 students.

4.1.1 Professional librarians qualify through graduation from an accredited school and/or meeting state certification requirements; additional study in the specialized field and teaching experience are desirable.

4.2 CLERICAL STAFF. Assigns one clerk-typist-braillist for each 100 students or major fraction thereof.

4.3 BOOK COLLECTIONS. Assembles collections of books, in the media the blind and visually handicapped can use, to the extent of at least 10 books per pupil, or a minimum of 6,000 titles.

4.4 REFERENCE MATERIALS. Additionally provides reference materials for blind and visually handicapped children with at least 50 basic titles for the first six grades, 75 basic titles for junior high school and 100 basic titles for senior high school.

4.4.1 Provides encyclopedias, their supplements, dictionaries and other reference works as they become available in media the visually handicapped can use.

4.4.1.1 Replaces regular print edition with current editions at least every five years.

4.4.2 Provides other needed reference materials in regular print if not available in media the visually handicapped can use.

4.5 PERIODICALS. Furnishes (in braille, large type, recordings, regular print, etc.) three to six newspapers, plus magazine titles on the following scale: kindergarten to sixth grade, 26; junior high school, 70; high school, 120.

4.6 EXPENDITURES. Expends annually for library materials (exclusive of salaries) the equivalent of $4,000-$6,000 for each 100 students or fraction thereof.

4.6.1 Includes in this item only the portion of the Federal Quota that is spent for library materials.

4.7 CATALOGING. Puts in operation the approved method for cataloging and processing library collections for schools serving the blind and visually handicapped.

4.8 OTHER LIBRARY MATERIALS. Acquires those library materials necessary to meet the special interests and needs of the area (state histories, literature, folklore, etc.).

4.8.1 Acquires those library materials produced commercially that are available in quality and formats usable by and of use to the blind and

visually handicapped.

4.9 RESOURCE FILES. Maintains a file of current reference materials describing the library services available to blind and visually handicapped readers from state and national library agencies.

4.9.1 Maintains a file of Library of Congress catalogs of books available in all forms for the visually handicapped of all ages.

4.9.1.1 Also has these catalogs available in the forms suitable for students and faculty.

4.10 OPTICAL AIDS. Provides optical aids for access to printed materials by visually handicapped pupils.

4.11 TAPE EQUIPMENT. Provides magnetic tape equipment for the recording of information from the print collection by staff members and/or volunteers.

4.12 STUDY AREA. Provides a suitable study area for blind and visually handicapped readers who wish to make use of the library's print collection with the help of personal readers.

4.13 FACILITIES. Provides adequate facilities for housing of library materials: braille, large type, regular print, recordings, etc.

4.14 COOPERATIVE RELATIONSHIPS. Establishes and maintains active communication with other libraries (local public, special, school, etc., in addition to federal and regional) to plan for and to provide complete school library service.

4.14.1 Maintains close liaison with agencies distributing talking book machines.

4.14.2 Maintains a register of local individuals and service organizations available to meet the more extensive requirements of blind and visually handicapped readers in the school.

5. LIBRARIES OF AGENCIES SERVING BLIND AND VISUALLY HANDICAPPED PERSONS

Many agencies, institutions, hospitals and organizations serving blind and visually handicapped persons, or employing a substantial number of such persons, maintain libraries or offer library services. In addition to meeting other program standards, such agency libraries—

5.1 SPECIAL LIBRARY MATERIALS. Include books in the forms (braille, large type, recordings, etc.) useful to the particular blind or visually handicapped people who use the library.

5.1.1 These may be purchased, provided by volunteers or obtained on deposit from regional libraries for the blind.

5.2 USE OF LOCAL RESOURCES. Determine what resources for the visually handicapped are available in local public and school libraries, and draw on them as needed.

5.3 PERSONNEL. Arrange for appropriate personnel, on either regular or consultant basis, to be available.

6. EQUIPMENT

While each library should attempt to serve blind patrons regardless of their number, large public libraries serving a population of 100,000 or more, central units of a public library system, large school systems and schools for the blind require specialized equipment. Most of this equipment is already available in

large libraries or is made available to them through service clubs or agencies.

6.1 SPECIALIZED EQUIPMENT. The abovementioned libraries have, either on the premises or readily accessible, the following equipment:

6.1.1 At least one standard typewriter for use by readers.

6.1.2 Suitable optical aids in adequate quantity.

6.1.3 At least one large print typewriter, and additional ones as needed.

6.1.4 At least one braille writer, and additional ones as needed.

6.1.5 At least one tape recorder, and additional ones as needed.

6.1.6 At least one four-speed record player or talking book machine, and additional ones as needed.

6.1.7 Oversize tables, shelves, catalog trays, etc., as required by the special nature of the materials to be handled.

6.2 DESIRABLE ADDITIONAL EQUIPMENT. Possession of or access to the following additional equipment is desirable:

6.2.1 At least one device for duplicating materials recorded on magnetic tape.

6.2.2 At least one braille duplicator and some means for binding braille materials.

7. PHYSICAL FACILITIES

While, in general, libraries serving the blind and visually handicapped require the same kinds of space as are required for libraries for the sighted, and these general requirements will not be duplicated here, the nature of materials and services for the blind and visually handicapped require special space allocations. In addition to the requirements set forth in A-4, Physical Facilities:

7.1 LIBRARIES SERVING BOTH BLIND AND SIGHTED PERSONS. Libraries which serve both blind and sighted readers provide:

7.1.1 Safe, single-level access to the building by blind or otherwise handicapped persons whether they come on foot or by automobile.

7.1.2 Suitable spaces for exhibits for both blind and sighted patrons.

7.1.3 A listening room, adequately ventilated, plus additional ones as needed, and/or use of earphones.

7.2 LIBRARIES CHIEFLY SERVING BLIND PERSONS. Libraries which chiefly serve blind readers provide:

7.2.1 Seating and related space at the rate of 60 square feet per reader.

7.2.2 Adequate space for readers' records, circulation and personal services.

7.2.3 Office and work space at the rate of 150 square feet per professional staff member.

7.2.4 Adequate lighting in all areas.

7.2.5 Where service by mail is provided, space for receiving and shipping areas is at the rate of 40 square feet per 1,000 volumes circulated per year.

Appendix A

SUGGESTED STAFFING PATTERN
STATE AND REGIONAL LIBRARIES FOR THE BLIND

One example of the use of personnel in a state or regional library for the blind may be seen in the following suggested pattern of staff organization, a pattern particularly applicable to libraries that serve a majority of patrons off of the premises.

PROFESSIONAL STAFF

Members of the professional staff must be graduates of an accredited library school and/or meet state library certification requirements. In addition, they should have professional experience in library service to readers.

Administrative Librarian for the Blind — One for each library, regardless of size

Organizes and administers state or other libraries for the blind.

Advises the budget officer of specific needs from state allocations.

Develops supplementary resources and sources for additional funds.

In cooperation with state special education and other agencies, promotes and guides local library services for the blind.

Acts as extension librarian and field consultant for deposit collections in public libraries, schools, hospitals, institutions and other agencies.

Develops special services to blind people of all ages, such as summer reading programs, reference services, etc.

Maintains liaison with volunteers and similar groups (e.g., Telephone Moneers). Selects titles for reproduction in all forms by volunteers.

Conducts a public relations and information program that includes planning for participation of individuals and groups.

Assistant Librarian for the Blind — One for each library, regardless of size

Supervises all processing of Library of Congress and other materials.

Maintains catalog order file, pamphlet file and other necessary records.

Handles readers' advisory services by mail, phone and in person.

Makes special selection of titles to fill individual requests and needs of readers.

Processes books to be provided in forms needed from volunteers.

Librarians for the Blind — One for each 750 readers registered (or major fraction thereof) after the first 750 readers

Handle readers' advisory services by mail, phone or in person.

Make special selection of titles to fill individual requests and needs

of readers.

Process books for deposit collections and branches.

NON-PROFESSIONAL STAFF

Chief Library Assistant — One for each library, regardless of size

Maintains files of readers' records, requests and supervises general service. Selections are made from lists or special requests in person and by mail or phone.

Accumulates circulation statistics.

Additional Library Assistants — One for each 1,000 readers registered or major fraction thereof

Fill requests for books of all kinds and keep circulation records.

Secretary — One for Administrative Librarian for the Blind

Handles heavy workload of mail and telephone calls.

Responsible for correspondence and other files.

Clerk-Typist-Braillist — One for each library

Handles form letters and cards, changes of addresses, overdues, reserve files, etc.

Clerk — One for each 2,000 readers registered or major fraction thereof

Responsible for filing, sorting, alphabetizing.

Enters routine readers' requests on records.

Mails form letters, catalogs, booklists.

Handles routine circulation of magazines in all forms.

Chief Clerk — One for each library, regardless of size

Supervises all receiving and shipping, tape service and distribution of magazines.

Stockhandlers — Two for each library regardless of size, plus one additional for each 50,000 items circulated per year

Responsible for physical movement of collection and supplies.

Tape Technician — One for each library with a tape program

Maintains collection of master tapes.

Duplicates titles as needed.

Edits tapes for quality and recirculation.

Advises volunteers and tape readers on use of tape players.

Custodian — One for each library

Besides usual duties, is also responsible for vacuuming of braille and tape collection.

Appendix B

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